

THE YOUTH CONSERVATION ACT OF 1959

JULY 20, 1959.—Ordered to be printed
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Mr. RANDOLPH, from the Committee on Labor and Public Welfare,
submitted the following

REPORT

Together with minority and supplemental views.

[To accompany S. 812]

The Committee on Labor and Public Welfare, to whom was referred the bill (S. 812) to authorize the establishment of a Youth Conservation Corps to provide healthful outdoor training and employment for young men and to advance the conservation, development, and management of national resources of timber, soil, and range, and of recreational area, having considered the same, report favorably thereon, with an amendment in the nature of a substitute, and recommend that the bill, as amended, do pass.

The committee amendment in the nature of a substitute does not change the overall purposes of the bill as introduced. It nevertheless contains many refinements and certain important changes which were suggested by testimony during the hearings and by staff research.

The principal changes in the bill are as follows:

- (1) The Director of the corps has been given rank equivalent to an Assistant Secretary and is subject to Senate confirmation.
- (2) Conservation work may be performed on State lands. The State agency may participate on a 50-50 cost-sharing basis.
- (3) Educational programs available to enrollees are no longer a required part of the workweek.
- (4) The Department of Labor has been given departmental responsibility for administering the Youth Conservation Corps.
- (5) An Advisory Committee has been established to provide the Director with a channel of communication with various non-governmental organizations capable of giving valuable advice to assure the most successful operation of the corps.
- (6) The total enrollment of the corps has been subjected to a step-up strength with 50,000 enrollees the first year.

(7) A formula has been revised to provide for enrollment which will seek to benefit areas of chronic unemployment.

(8) The top age of an enrollee is 21, without exception.

(9) The conservation camps have been placed in full charge of the agency which is the custodian of the land where the work is performed.

The text of the substitute as reported follows:

S. 812

IN THE SENATE OF THE UNITED STATES

JANUARY 29, 1959

Mr. HUMPHREY (for himself, Mr. MURRAY, Mr. BYRD of West Virginia, Mr. CHURCH, Mr. GRUENING, Mr. HART, Mr. HENNINGS, Mr. JACKSON, Mr. JOHNSTON of South Carolina, Mr. LANGER, Mr. MAGNUSON, Mr. MANSFIELD, Mr. MCCARTHY, Mr. MORSE, Mr. MOSS, Mr. NEUBERGER, Mr. PROXMIRE, Mr. RANDOLPH, Mr. YARBOROUGH, Mr. CANNON, and Mr. CARROLL) introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

A BILL To authorize the establishment of a Youth-Conservation Corps to provide healthful outdoor training and employment for young men and to advance the conservation, development, and management of national resources of timber, soil, and range, and of recreational areas

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SHORT TITLE

SECTION 1. This Act may be cited as the "Youth Conservation Act of 1959".

STATEMENT OF PURPOSE

SEC. 2. The purpose of this Act is (1) to provide the opportunity for healthful training and employment of young men in carrying out such programs of conservation planned and designed by, and under the immediate supervision of, the various governmental agencies charged with the responsibility of planning and carrying out such programs; and (2) to enable the governmental agencies charged with the responsibility of conserving and developing natural resources to accelerate programs planned by such agencies to fulfill such responsibility.

ESTABLISHMENT OF A YOUTH-CONSERVATION CORPS

SEC. 3. In order to carry out the purposes of this Act, there is hereby established within the Department of Labor a Youth-Conservation Corps (hereinafter referred to as the "corps") which shall be administered and directed by a Director who shall be appointed by the President, by and with the advice and consent of the Senate, and whose annual salary shall be \$20,000.

AUTHORITY OF SECRETARY OF LABOR

SEC. 4. The Secretary of Labor (hereinafter referred to as the "Secretary") shall, with the advice of the Commission hereinafter provided for, have authority—

(1) to formulate rules and regulations for the operation of the corps;

(2) to appoint, in accordance with the civil service laws and regulations, such personnel as he deems necessary for the efficient and economic discharge of the functions of the corps, the compensation of all such appointees to be fixed in accordance with the Classification Act of 1949, as amended;

(3) to establish adequate standards of safety, health, and morals for enrollees of the corps;

(4) to enter into agreements with Federal and State agencies charged with the responsibility of conserving, developing, and managing the natural resources of the Nation, and of developing, managing, and protecting recreational areas, whereby the enrollees of the corps may be utilized by such agencies in carrying out, under the immediate supervision of such agencies, programs planned and designed by such agencies to fulfill such responsibility. Any such agreement with a State agency shall provide that the State will defray one-half of all costs incurred with respect to any enrollees utilized by such State;

(5) to enter into agreements with, and otherwise cooperate with, other governmental departments, agencies, and instrumentalities in carrying out the purposes of this Act;

(6) to provide a system of educational services to enrollees of the corps, in addition to the regular program of work and on-the-job training;

(7) to formulate such other rules and regulations, establish such other procedures, enter into such contracts and agreements, and generally perform such functions as he may deem necessary or desirable to carry out the provisions of this Act;

(8) to authorize the performance by the Director of any functions of the Secretary under this Act.

YOUTH-CONSERVATION COMMISSION

SEC. 5. There is established a commission to be known as the Youth-Conservation Commission (hereinafter referred to as the "Commission"). The Commission shall be composed of four members as follows: The Secretary of Labor who shall be Chairman, a representative of the Department of Health, Education, and Welfare, a representative of the Department of Agriculture, and a representative of the Department of the Interior, each of whom shall be appointed by the Secretary of the department of which he is a representative. Members of the Commission shall be reimbursed for

actual and necessary traveling and subsistence expenses incurred while engaged in the authorized functions of the Commission.

FUNCTIONS OF THE COMMISSION

SEC. 6. (a) The Commission shall consult with and advise the Secretary with respect to all phases of the operation of the corps.

(b) Each member of the Commission shall act in a liaison capacity between the agencies of the Federal department represented by him and the Youth-Conservation Corps in carrying out any agreement between such agency and the corps.

ADVISORY COMMITTEE

SEC. 7. (a) There is established an Advisory Committee of nine members, including the Secretary who shall be the Chairman. The Advisory Committee shall meet semi-annually in order to review the operations of the corps, in general, the kind of work performed, and the training provided the enrollees.

(b) The members of the Advisory Committee shall serve without compensation for their time and expenses if any spent in fulfilling their duties. Eight members shall be appointed upon recommendation by appropriate organizations.

COMPOSITION OF THE CORPS

SEC. 8. (a) The corps shall be composed of male individuals who are citizens of the United States of good character and health, and who are not less than sixteen nor more than twenty-one years of age. The number of enrollees in the corps shall not exceed in the case of the fiscal year ending June 30, 1960, 50,000; in the case of the fiscal year ending June 30, 1961, 100,000; and in the case of the fiscal year ending June 30, 1962, or any succeeding fiscal year, 150,000. The Secretary, in accepting applications for enrollment in the corps, shall, subject to the provisions of subsection (d), give priority to applications submitted by any Indian on tribal rolls for work to be performed on the reservation of such tribe, or lands adjacent thereto.

(b) In order to enroll as a member of the corps an individual must agree to comply with rules and regulations promulgated by the Secretary for the government of members of the corps.

(c) Enrollment in the corps shall be for a period of six months; if permitted by the Secretary, an individual may re-enroll, but his total enrollment shall not exceed two years.

(d) For purposes of accepting enrollment in the corps in any year, (A) 50 per centum of the total number of the authorized enrollment of the corps for such year shall be allocated to the various States on the basis of the ratio that the total population of each State bears to the total population of the United States, and (B) 50 per centum of the total num-

ber of the authorized enrollment of the corps for such year shall be allocated throughout the United States, within the discretion of the Secretary, taking into account areas of substantial unemployment. The population categories referred to above shall be determined in accordance with the most recent statistics available from the Bureau of the Census and the Department of Labor.

COMPENSATION, QUARTERS, SUBSISTENCE, AND SO FORTH FOR
ENROLLEES

SEC. 9. (a) (1) The base compensation of enrollees shall be at a rate of \$60 per month for the first enrollment and an additional \$5 per month for each subsequent enrollment. Up to an additional \$10 per month may be paid on the basis of assigned leadership responsibilities, or special skills.

(2) The Secretary shall establish procedures whereby each enrollee may make an allotment to his parent, dependent, legal guardian, or any fund established for his benefit of part of the periodic compensation to which he is entitled under this Act, and such allotment shall be paid directly to the person or fund in favor of which it is made.

(b) In addition to compensation authorized in subsection (a), enrollees shall be furnished with such quarters, subsistence, transportation (including travel from and to the place of enrollment), equipment, clothing, medical services, and hospital services as the Secretary may deem necessary or appropriate for their needs. Such quarters, subsistence, and equipment shall be furnished to enrollees of the corps through the governmental agencies under the direction and supervision of which such enrollees are working under agreements between the Secretary and such agencies which provide for reimbursement to such agencies from funds appropriated for the corps.

SEC. 10. Existing provisions of law with respect to hours of work, rate of compensation, sick leave, vacation and unemployment compensation shall not be applicable to any individual because of enrollment in the corps.

SEC. 11. (a) Enrollees shall for the purpose of the administration of the Federal Employees' Compensation Act (39 Stat. 742, as amended) be deemed to be civil employees of the United States within the meaning of the term "employee" as defined in section 40 of such Act and the provisions thereof shall apply to enrollees except as hereinafter provided.

(b) For the purposes of this section—

(1) The term "performance of duty" in the Federal Employees' Compensation Act shall not include any act of an enrollee—

(A) while he is on authorized leave or a pass; or

(B) while he is absent from his assigned post of duty, except while participating in an activity authorized by or under the direction or supervision of the corps.

(2) In computing compensation benefits for disability or death under the Federal Employees' Compensation Act, the monthly pay of an enrollee shall be deemed to be \$150 a month.

(3) The term "injury" as defined in section 40 of the Federal Employees' Compensation Act shall not include—

(A) mental disease or illness except where such disease or illness is caused by a disabling physical injury sustained while in the performance of duty; or

(B) any other disease or illness which does not arise naturally out of service in the corps or naturally or unavoidably result from a physical injury.

(4) Compensation for disability shall not begin to accrue until the day following the date on which the injured enrollee is discharged from the corps.

SUPPLIES, MATERIAL, AND EQUIPMENT

SEC. 12. The Secretary may expend such amounts as he deems necessary for supplies, materials, and equipment for enrollees to be used in connection with their work, instruction, recreation, health, or welfare.

APPROPRIATIONS AUTHORIZED

SEC. 13. For the purpose of carrying out the provisions of this Act, there is authorized to be appropriated for the fiscal year commencing July 1, 1959, and for each succeeding fiscal year such amounts as the Congress may determine to be necessary to carry out the provisions of this Act.

REPORTS

SEC. 14. Not later than ninety days after the close of each fiscal year the Secretary shall prepare and submit to the Congress a full and complete report on the activities of the corps during such year, and not later than ninety days after the close of the third fiscal year that the corps has been in existence the Secretary shall prepare and submit to the Congress a full complete report on the activities of the corps during the preceding three fiscal years, together with recommendations for such legislation as he may deem desirable.

THE YOUTH-CONSERVATION ACT OF 1959

This bill is an effort to build for the future from the experience of the past. The past is the depression-born Civilian Conservation Corps assembled during the spring and summer of 1933 and destined to run for 9 years. Among the experiments of those days the CCC established a reputation, a vitality, and an acceptability that was unique.

The future is 332 million Americans in 2000 A.D.; it is also in the years immediately ahead a rapidly increasing number of young men entering a labor market increasingly affected by automation and

increased technical skill demands. Without a more effective transition from school to job, an increasing number of young Americans will create problems for most American communities and tax the local welfare facilities.

For the future, there is also a big job to be done which is not now being accomplished—effective development and utilization of our natural resources. Added to the needed program for a wide sector of our youth, our coming manhood, there is a large demand for public resource investment. The experience of the CCC has demonstrated what a program of camps can accomplish for both these national resources.

The idea and ideal of the CCC, now modernized and profiting by the experience of 9 years of CCC operation, and the past decade of experience in operating State forest camps for delinquent boys, furnishes the model of the YCC. The CCC program built not only better land but better men as well.

As the chief sponsor of the legislation, Senator Hubert H. Humphrey, of Minnesota, put it in his article in the January 1959 issue of *Harper's*:

Every day the news bears evidence of an appalling waste of young lives. Shocking juvenile crimes are commonplace on page 1. But no less distressing are the countless minor transgressions more briefly reported from the crowded dockets of magistrates, desk sergeants, and juvenile court judges.

The cost to the United States is beyond all calculation.

This waste of human resources is matched in another field by an outrageous dissipation of our resources of soil and water. From the tidewater East to the mountains of the Far West, wind and water and fire gnaw at the hill slopes and fill our lakes and streams with topsoil. Despite encouraging progress made by conservation programs, sluicing rains tear new gorges in the earth. Millions of acres of cutover forest lands lie abandoned to brush, wind, fire, and insects—ugly and unproductive, at a time when the U.S. Forest Service predicts that our need for lumber and other wood products is rising beyond our expected forest yields.

Muddied and polluted lakes and streams mock the tourist brochures of dozens of States. Park and forest campsites and trails are deteriorating. Even these neglected facilities are crowded today—would-be campers often find only dim echoes of the refreshing outdoor experiences that our parents took for granted 50 years ago.

Such a waste of both human and natural resources need not be tolerated.

PUBLIC SUPPORT EVIDENT

The YCC has been hailed by people from all walks of life. The Governors from 11 States of both political parties sent personal endorsements of the program—California, Illinois, Iowa, Kentucky, Louisiana, Minnesota, New Jersey, Oregon, Pennsylvania, Washington, and Wisconsin; conservation groups, juvenile court judges, businessmen, many former enrollees of the CCC, educators, economists, government officials, and many private citizens have endorsed

the program. These expressions of support have not been of one mind as to many details of the organization. The shaping of the details has been accomplished by the committee in the text of the bill and in this report, as an expression of its intention. Whatever the detail, the enthusiasm for the project has been an inspiration and an effective barometer that a useful and much-sought program is at stake.

The bill's advocates urge the establishment of the YCC to fill a noticeable gap in our social structure, not as an answer to some momentary dip in the economy and the temporary lack of jobs for youth, nor to provide a panacea for delinquency in our cities. Nor is this proposal made to give military training for youth, or as a substitute for it. Strictly on a voluntary basis, youth would be recruited for the corps. The aim would be to conserve and develop this important human resource in the healthful setting of natural physical surroundings that are wholesome in themselves. Young people would have the opportunity of working in our forests, parks, wildlife refuges, on our rivers and public lands, under the supervision of trained leaders and in the conservation work which these agencies of Government customarily carry on.

There would be no "made work" or artificial projects. Following the sage motto of "Learning by doing" these youth would develop knowledge and a sense of work responsibility that would equip them for a wide range of occupations. At the same time, and without displacing other workers, they would be installing additional conservation practices long neglected for lack of sufficient funds and manpower. The result would be entirely in the national interest, a contribution to the welfare of youth, a wise expenditure of public funds, a sound extension of the conservation of human and natural resources.

PART A—THE CCC A MODEL

The CCC covered a 9-year period from April 1933 until June 30, 1942. It was a program which aroused few enemies and made hosts of friends. It was credited with "taking the kids off the streets" and advancing natural resource conservation in such fields as erosion control and forestation by many years. The program was terminated by Pearl Harbor, by the need for young men to be in the armed services.

The hearings are dotted with favorable references to the CCC, expressions from people in all walks of life. Examples of such evaluations are as follows:

Of all the programs tried under the conservation administration of Franklin D. Roosevelt, I know of none which achieved as great a reputation for success and value as the Civilian Conservation Corps. Recalling the experience we had in Montana, the establishment of these camps brought boys together from all over the country and in the process helped acquaint them with their country and with the knowledge that they were all Americans. In addition, a tremendous amount of effective conservation work was done. The strong interest that exists in conservation stems from the experiences many of our people had in the CCC program.—
Senator MURRAY.

I recall the very excellent, important work the CCC did. It is just a pity that we have abandoned some of those fine, progressive programs of the Roosevelt administration. I think it is time that they were revitalized and brought up again as is done by S. 812. I hope we can get this bill moved so that we can get action on it in this session of Congress.—Senator BYRD (West Virginia).

I spent 1 year in the Civilian Conservation Corps. I learned how good plain food can taste and sound sleep can feel and how strong a humble spirit can become from clean, honest, hard work and in living under circumstances stripped of all the superficiality that society feels is so important. More than that, we were a part of a noble cause to replace what God had already given us once, in the forests—beauty, soil conservation, wildlife, and lumber. We came from all walks of life, farmers, millhands, college students, some with prison records and some studying for the ministry. Every man was on his own.—D. EDWIN FLETCHER, businessman, former enrollee.

I frequently meet younger men now who tell me their first interest in the out of doors came from their work in the CCC camps and that they got interested enough so that when they were able to go back to school, they took training to fit them for professional work in one of the outdoor fields.

I think that is very important to the general public. As this country becomes more urbanized it becomes more difficult for people to stay close to the land and this country was built on land and on people's relations with it. The further they get away from it, the more important I think is the opportunity to get out and actually do some physical work on the land to get some idea of the feel of the land.

I grew up on a farm and I know I would not take anything in the world for the background and experience and the feeling that goes with some knowledge of the land and a large part of our population is losing that.

I do not look upon this as an emergency thing. I think it should be a permanent part of the program in educating Americans to be better citizens.—IRA N. GABRIELSON, president, Wildlife Management Institute.

In Pennsylvania we are still reaping the benefits of the work of the Civilian Conservation Corps. Many of our State parks and other forestry programs were created by the CCC. Having had intimate experience with this work, I can testify to the great value of the CCC program for the men who took part in it.—RALPH C. WIBLE, chief forester, Commonwealth of Pennsylvania.

It was my privilege in 1935, 1936, and 1937 to be a member of the Civilian Conservation Corps and believe me at that time it was the finest thing that could happen to a young man. It was right at the end of the depression and there was nothing that a young man just out of high school could find to do. I will always be grateful that I had that opportunity and I know that I express the feelings of all of the men that were in there with me at that time whom I still associate with today. It gave us a chance to find out what this old life is all about and get our feet on the ground. We were given the opportunity to operate road construction equipment, to build forest roads, public picnic grounds, to study forestry, to learn carpentry, and just about every opportunity that was possible to be given a young man.—JAMES F. MILLER, former enrollee.

The CCC left no bad taste. Even the bitterest opponents of the New Deal had to admit that the CCC was a sound investment in both people and the land. And millions of American families taking to the fields and woods today constantly run across reminders of the constructive CCC work of a generation ago. Among them are thousands of loyal CCC "alumni" who take pride in revisiting the woods, trails, recreational areas, and upstream reservoirs, the burgeoning stands of young timber, the renewed game cover, and green stream banks on which they worked as very young men.—Senator HUMPHREY, Harper's, January 1959.

Although I may be biased on the benefits of this movement on account of my close association with it, I believe it was the best movement for the conservation of our youth and natural resources. The program actually put us ahead at least 10 years in consummating our conservation plans.—F. H. CLARIDGE, State forester, State of North Carolina.

We believe that the Civilian Conservation Corps was one of the best and most profitable projects during the depression years of the thirties. Unquestionably the guidance and opportunities provided within that agency served to brighten the future of a good many of those who participated in the program. The same purpose might equally be served in good as well as in poor times.—THE AMERICAN LEGION.

I am familiar with the activities of the Civilian Conservation Corps, and it is the success of that program which leads me to support enthusiastically the proposal to establish a Youth Conservation Corps. Such a corps would help tremendously to build up both the youth of our Nation and its natural resources—our most precious assets. Experience has demonstrated beyond question the value of constructive work in the maintenance and improvement of natural resources of

all kinds, and in the physical, mental, moral, and spiritual development of those who participate in it. Relief from unemployment, which was the motivating force in the original CCC program, may well be an important service rendered by the Youth Conservation Corps, but of still greater and more lasting value will be its service in upbuilding young men and in providing them with a better land in which to live. Such a corps can provide a way of salvation for those who are, or who are likely to become delinquents. It can also provide an experience which will make the normal youth a better rounded individual and a more useful citizen. He will learn to appreciate nature in all of her various aspects and to realize his dependence on the resources which she has provided; to recognize the dignity of manual labor; and to cooperate with others in supervision; and its educational opportunities should receive more attention than was the case with the CCC, particularly in its early days.—SAMUEL T. DANA, dean emeritus, School of Natural Resources, University of Michigan.

I gained weight. I met a lot of people, a lot of boys, that I possibly would never had met otherwise. The fellowship that I had with these boys was quite beneficial to me. And our instructors, our supervisors, showed us how to get together with the various boys and to be friends and what not.

To me, the CCC program at that time was one of the best things that could have happened to the country.—C. A. HEHLE, sheriff, Jefferson County, W. Va., former enrollee.

The basis of this judgment goes back to the time of the depression and my participation in a study of the results of the study of the civilian conservation program. I helped in the training of interviewers of the youth who had had experience in the program and read many of the interviews obtained from the youth.

Almost all the replies of the youth were most favorable. They had all gained in health. They greatly appreciated their contact with nature. They were proud of their part in the achievements of the program. They felt that they had matured. Many voluntarily stated that the experience had checked the beginnings of a delinquent career.—ERNEST W. BURGESS, professor emeritus, University of Chicago.

We already have some experience to build on. The Civilian Conservation Corps of the 1930's is a practical example of what has been done in solving a somewhat similar problem of that period. The CCC with its far-reaching accomplishments has never been completely evaluated, nor fully appreciated by the mass of American people.—HOWARD HOPKINS, CLIFF OWSLEY, from "Who Will Lead in Conservation Opportunity No. 1?" American Forests, November 1958

Several men, who were former members of the Civilian Conservation Corps, have glowingly described the worthwhile impact of the program upon their lives. Frankly I haven't encountered anyone who has opposed the bill and hence I can present no arguments against it.—LARRY ROMINE, director, juvenile department, County of Lincoln, Oreg.

In my capacity as commander in chief I have had the privilege of traveling in practically every State in the United States. Over and over again wherever I have gone the subject of juvenile delinquency has come to my attention. Whenever discussing this subject, invariably, some of our senior members of the VFW have told me of the wonderful and beneficial results of the Civilian Conservation Corps program that was established during the depression.

Not only did the CCC program take a large number of our idle youth off the street but these same youths helped carry out badly needed conservation programs, as well as cleaning up some of our forests. I might add, some of the CCC boys were later to join the Armed Forces where so many of them served with considerable honor and distinction during World War II.—JOHN H. MAHAN, commander in chief, Veterans of Foreign Wars.

[I make the] following points: That the CCC completed a large amount of urgent and long-range conservation work; that the need of a continuing and large-scale program of natural resource conservation still exists; that the CCC had an enduring effect on its members and the Nation as a whole; that the corps would have had the same relief value and more conservation value if more emphasis had been placed upon the fact that it was primarily concerned with performing a necessary public function, rather than providing work relief; that the corps had a good effect in establishing a cooperative spirit among the numerous participating Federal agencies and between Federal and State agencies; that the corps, during most of its period of existence, did a good job of teaching the enrollees how to work, maintained a fine morale, improved the enrollees physically, and equipped them, through job training, with a variety of skills that made them more useful as corps members and as prospective workers outside the corps * * *.

Because of the accomplishments and success of the original CCC idea, I believe that a similar type of organization should be authorized after the war. Accordingly, I am taking the liberty of including in this report a few observations and definite recommendations for a future organization, in the hope that if a CCC program starts again they may be of some value. They are brief; however, I shall be glad to enlarge on them in discussion or in writing if it is felt necessary or desirable. (From the report to Harold L. Ickes, by

Conrad L. Wirth, departmental representative, CCC, now Chief, National Parks Service, January 1944.)

The CCC program not only enlisted the loyalties of those who were engaged in it, those whose interests were promoted, but the general public as well. It accomplished its tasks with over 3 million men in a total of 4,500 different camp locations. Its accomplishments in terms of measurable increments to the public lands were estimated at a value of \$1½ billion. A summary of its accomplishments may be seen at a glance in the following table:

Continental United States and outlying possessions—Excerpted from total work completed during the period April 1933 to June 30, 1942

Type of job or project classification	Unit	New work	Maintenance
Structural improvements:			
Bridges (vehicle).....	Number.....	38,550.0	9,510.0
Buildings (equipment and supply storage houses).....	do.....	3,359.0	1,812.0
CCC Camp:			
Latrines and toilets.....	do.....	12,086.0	4,405.0
Lookout houses.....	do.....	1,187.0	928.0
Lookout towers.....	do.....	3,116.0	1,884.0
Shelters.....	do.....	2,290.0	508.0
Impounding and large diversion dams.....	do.....	7,622.0	3,405.0
Fences.....	Rods.....	28,717,304.5	7,119,518.9
Telephone lines.....	Miles.....	88,883.5	271,615.3
Transportation improvements:			
Airplane landing fields.....	Number.....	80.0	88.0
Truck trails or minor roads.....	Miles.....	126,230.5	580,995.5
Erosion control:			
Treatment of gullies:			
Check dams, permanent.....	Number.....	318,076.0	31,080.0
Check dams, temporary.....	do.....	6,341,147.0	148,791.0
Seeding and sodding.....	Square yards.....	478,499,555.0	22,332,119.0
Tree planting gully.....	do.....	464,830,313.0	125,862,616.0
Forest culture:			
Field planting or seeding (trees).....	Acres.....	2,355,587.5	288,213.0
Forest stand improvement.....	do.....	4,094,003.0	16,755.0
Forest protection:			
Fighting forest fires.....	Man-days.....	6,459,403.1	-----
Tree and plant disease control.....	Acres.....	7,955,707.8	718,059.7
Trees, insect pest control.....	do.....	13,099,701.0	178,973.3
Landscape and recreation: Public camp ground development.....	do.....	52,319.6	49,457.5
Other activities: Timber estimating.....	do.....	35,495,621.7	65,170.9

Quite apart from the Nation's problems of 1959 and its human and physical needs for the immediate future, reactivation of the old CCC is a justifiable duty on the part of government—a useful institution found in practice to be a success. The net cost over and beyond the calculable money return is repaid fully by intangible benefits to which the foregoing excerpts are testimony.

PART B—THE NATION'S NEEDS

INTRODUCTION

The enactment of the bill is a partial but nevertheless significant solution to existing and future problems growing out of the following six conditions:

1. A sudden spectacular increase is taking place in the number of young men annually entering the labor force (see chart, hearings, p. 244).

2. The unemployment rate as of April 1959 for the 16- to 19-year-old age group is 14 percent compared to the overall rate of

5.3 percent. Therefore, the increase in the number of these young men is bound to aggravate an already undesirable situation (hearings, pp. 48, 245). Moreover, many young men have become stranded in chronic areas of distress unemployment (hearings, p. 231) (see also pp. 17, 18, 115).

3. The armed services in the interests of economy and changing concepts of warfare are utilizing the services of a smaller number of young men, especially those having less educational capacities (hearings, p. 163).

4. Juvenile delinquency is an increasing phenomenon which is clearly aggravated by idleness and a feeling of being unwanted. There is a tremendous need for a program the value of which has been demonstrated by the CCC for furnishing the disciplines of a steady work experience and the sense of accomplishment (hearings, p. 162).

5. Recreation in the outdoors, visits to forests and parks, and the pursuit of wildlife have increased beyond all expectation (see table, hearings, p. 258, also p. 268). An acceleration of the program to supply suitable facilities for these purposes is self-evident to anyone who has attempted to use those now available (see pp. 9, 58, 71, 167, 226, 257, 260, 268, 381).

6. The tremendous expansion of our population dictates an acceleration in all measures to utilize, preserve, and expand our basic natural resources such as forests, water, grazing and farm lands. More people will require more homes, industrial products, and food, all of which depend on these resources. (See "Program for the National Forests," pp. 250-280 of the hearings).

I. THE INCREASE IN POPULATION

The 16-year-old of today was born in 1943. In that year there were about 3,100,000 Americans born. By 1947 there were 3,800,000 born and by 1954, 4,100,000. Thus in the 10 years immediately ahead the country is destined to have nearly a 30 percent increase in the number of its youths. This represents a problem of adjustment of major significance. The actual increase aggravates an already difficult condition arising from the ever-diminishing rural population and the corresponding growth of urban population. One witness described this spectacular development by noting that in Philadelphia alone, "those under 24 will increase by 500,000 in the next decade" (hearings, p. 137). By 1975, the number of youths 18 to 21 (born between 1954 and 1957) will have doubled over those in the same age group in 1957 (p. 53).

This radical increase in the number of young people is a direct addition to the size of the labor force. As the table on page 244 of the hearings shows, the size of the labor force is not being compensated by the loss of persons from other age groups.

A minority of this increase will pursue higher education. But a large number, as school dropouts or high school graduates, are direct entrants into the labor force either as jobholders or unemployed.

One aspect of this population increase should be emphasized. During the past 15 years our experience with the problems of absorbing youth into our labor force has been made easy. In this period we had a decline in the number of workers under 25 years of age. This

largely a result of the prewar and depression years of low birthrates. It is also partly the result of longer school attendance and attendance on the part of a larger part of our population. By 1963 we will have an increase over 1962 of youngsters 16 years of age amounting to 800,000 in just that 1 year. In the total population, there will be some 3.8 million 16 years of age. By 1965 we are likely to have in our labor force 40 percent more workers under 20 years of age than we currently have (p. 243).

To sum up, we are not only destined to experience an absolute increase of significant proportions, we are relatively (in terms of our past experience) confronted with a still greater challenge even than the statistical data portends.

II. YOUTH AND JOB OPPORTUNITIES

Over the past 15 years with the general prosperity characteristic of our economy, young men have had their troubles getting jobs.

The statistics prove conclusively what various of the witnesses described empirically. Based on the figures for April 1959, which just recently became available, we have about 1,132,000 unemployed in categories 14 through 24 years of age. This represents about 10.2 percent unemployment for that group in the labor force. About 31 percent of all the unemployed in the United States are under 25 years of age.

The 10.2 percent unemployment rate for this category under 25 years of age is just about twice as high as the unemployment rate for the labor force generally across the country. The unemployment rate is highest, compared to all age groups, in the 16- to 19-year-old group—14 percent. This again compares with the average of 5.3 percent for the Nation as a whole (hearings, p. 245).

The labor force group 14 to 24 years of age have an unemployment rate that runs as much as two to three times higher than unemployment rates in the other age brackets. This is the group that suffers most severely from unemployment. Some of this represents a normal occupational adjustment; the switching from one type of job to another as youngsters try to determine what they are capable of doing and what they ought to do (p. 230).

Superintendent of Schools William J. Nigg, of Litchfield, Minn., pointed out the fact that—

Most communities offer little in the way of part-time or full-time employment for youth under 18 years of age, yet some consistently drop out of high school before graduation, or the schools carry students that would be better off working part or full time.

Dr. Charles Shireman, professor of the University of Chicago, testified that—

I think we must realize that the experience of the young people growing up in this—particularly in this large urban community, and particularly the kid who is growing up at a disadvantage in social or economic state of life, we must realize that it is more difficult than it was in past years.

The recognition of manhood in our present-day society is an increasingly difficult problem. The boy of 16 is in many

ways a man, but he is denied the opportunity for functioning or have secured personal recognition or social recognition as an adult.

We can't place him in the employment market. Even 3 years ago, during the peak of employment, it was very difficult to find jobs for adolescent boys.

Senator DOUGLAS. Why was it difficult 3 years ago?

Mr. SHIREMAN. Because even at that time, employers were not eager to employ adolescents. Those that grow up in this situation that I described, there is actually competition for employment, and we are experiencing tremendous difficulty in finding employment for young people (hearings, p. 495).

Thus, even during the period of peak employment in 1956 when we were still experiencing the prewar rate of births, jobs for youth were not available.

Matthew H. Schoenbaum, dean of Loyola University (Chicago) wrote:

At age 16 a boy finds it well nigh impossible to secure employment. Certain restrictions placed on him by child labor laws prohibit such engagement of his faculties. His alternative, even though he is not so disposed, is frequently to mark time in a system of education that sometimes does not afford him the challenge his particular talents require. As he progresses only a few years, he is confronted with the distinct possibility of fulfilling his responsibility to the military services. This is no particular deterrent to him, but it does affect the attitude of any potential employer. He sees himself, therefore, all too frequently without useful and creative employment. The indecisiveness of this kind of existence, I am sure, is reflected too frequently in the youth's behavior (p. 52).

In an address made on May 14 Mrs. Katherine Oettinger, Chief of the Children's Bureau, was quoted as saying:

We know that the market for unskilled labor is steadily declining. At the same time that our market for unskilled labor is diminishing, our changing social patterns are thrusting our children earlier and earlier into the adult world. For many of these young people economic problems pile up and pressures increase until there is real danger of explosion into antisocial behavior. It is all too easy to step from low pay or unemployment into delinquent behavior as a means of satisfying unmet needs and desires (p. 459).

A representative of the National Child Labor Committee testified before the subcommittee that—

The rate of unemployment of youth in the labor market at any stage of the business cycle is twice that of the national average for other workers in our country. Though sincere in his desire to work, the younger worker usually loses out in the competition for jobs in a market already saturated with older, more skilled workers. The problem of youth unemployment in America is very serious—especially to those

young people who hear so often: "Sorry, no job that you can do" (hearings, p. 78).

On April 25, Ewan Clague, the Commissioner of the Bureau of Labor Statistics, testified before the Joint Economic Committee of the Congress that by 1965 the number of persons under the age of 20 in the work force will increase 40 percent, but the demand for untrained employees will diminish because of the continued trend toward job specialization. Mr. Clague's testimony suggests another contributing factor to the high unemployment rate among youth, namely, the trend away from unskilled labor being utilized.

Louis Levine, Assistant Director of the Bureau of Employment Security (Department of Labor), testified as follows on this point:

I should also say something about the occupational changes which are occurring. Some reference was made to that in earlier testimony. But every evidence that we have about labor-market experience indicates development leading toward higher and higher skill requirements in the work force and to higher and higher educational attainment requirements on the part of employers. In part, this reflects the shift away from unskilled and lower semiskilled workers to the more highly skilled, the technicians, the professional occupations.

And that has important implications, particularly for the youngsters under 18 or even under 25, for that matter, if they have left school prior to graduation, prior to completion or dropped out, by reason of the competition that they have in the labor market. They try to find jobs and have little to offer in the way of educational attainment. This gets reflected in the facts that were indicated a while ago in the "school leaver" studies made by the Department indicating how they fare disadvantageously in terms of earnings, occupation, continuity of employment, and almost every measure that you would take (p. 245).

(NOTE.—An excellent article on the difficulties of the school dropout, his earning capacity, and his unemployment experience appears on pp. 235-242 of the hearings.)

Opportunity is not only limited by occupational skill and the need for training but also by geography. The March 1959 classification of major U.S. labor market areas put out by the U.S. Department of Labor indicated that 74 out of 149 of our major labor market areas were in the distress unemployment category. The problems of job finding and occupational adjustment for youth in these distressed labor market areas are much more serious than for those in balanced labor market areas. In areas where there is a serious unemployment problem, youths with very little experience and very little occupational background have a particularly difficult time finding jobs, and especially the right kind of jobs.

We cannot expect an automatic solution to the problem of distressed unemployment areas because prosperity returns. We can have a free return to prosperity, we can have much lower overall levels of unemployment in the United States, and still have problems—and acute problems—of distressed unemployment areas. With pros-

perity should come, and undoubtedly will come, a resumption of the very high rates of investment in plant and equipment. High rates of investment in plant and equipment mean high rates of technological change, of obsolescence of plants and skills. Automation and technological development can be a great boon to the overall community in terms of a higher standard of living; but it can also leave behind stranded communities, and pools of displaced workers. We can look forward to more of this kind of problem as industries change technologically and shift locations.

The evidence seems clear that there are several thousand boys each in most large communities in the country, as well as a very large number of young men in nonmetropolitan areas such as northern Minnesota, northern Michigan, western Pennsylvania, parts of West Virginia, and on many Indian reservations, living in areas of chronic unemployment who will be the last to be hired and the first to be fired.

III. THE ARMED SERVICES

So continuously has the youth of the country been absorbed since 1940 in the armed services that problems which otherwise would have been forcefully presented to the Nation have been largely blunted.

Back in the thirties, the effects of idleness among youth were checked by the CCC and then by the national defense effort culminating in World War II. Before the postwar adjustment had been completed the cold war once again drained a large supply of the country's youth into the armed services. The Korean crisis of 1950-52 was the high point of this stopgap "solution" for the adjustment of our youths, those not destined for college training, into adult citizenship.

Since "Korea," especially in the last few years, the number of young men going into the Armed Forces has steadily declined. The awesome rise of defense spending for guided missiles and the many less spectacular but equally complex machines of war have coincided with lowered numbers of divisions. On June 30, 1953, the number of enlisted men was 3,172,000; on June 30, 1957, 2,443,000; June 30, 1958, 2,265,000; and as of May 1959, 2,177,000.

Two witnesses before the subcommittee, to make their point, asked whether only a world war III can be expected to produce a solution to the problems of youth, especially in the light of the sharp rise in their numbers described above.

Quite evidently the reduction of manpower requirements by the armed services is destined to make an additional contribution to the complex of issues which already has demonstrated itself as a challenge to the American people. Despite the interrelationship, the committee gave some thought to, but rejected, the suggestions of some witnesses that the YCC be tied in with the armed services, either as a credit or substitute for the draft, or as a means of providing basic military training. The YCC program should stand on its own feet as beneficial to our growing youthful population.

IV. JUVENILE DELINQUENCY

The Youth-Conservation Corps is not designed as a cure for juvenile delinquency by which hard-pressed communities can dispose of their juvenile problems by exiling them to distant forest regions. Never-

theless, the YCC, because it seeks to provide a solution to a cause of juvenile delinquency, can properly be termed a preventive measure.

The fact of the increase of juvenile delinquency is shown by statistics and demonstrated by our experience.

J. Edgar Hoover recently had this to say before a meeting of the American Bar Association:

My concern over the increase in total crime and the toll in dollar costs is matched by my concern over the disturbing growth of juvenile crime. In 1957, persons under 18 years of age represented 53 percent of all arrests reported for robbery, auto theft, burglary, and larceny. Figures from city police reports show that since 1952, the population group under 18 years of age has increased 22 percent, while arrests of persons under 18 have increased 55 percent.

The proportion of children aged 10 through 17 appearing before juvenile courts on charges of delinquency in the United States has jumped from 1.26 out of each 100 children in 1948 to 2.35 out of every 100 children in 1957. The increase in the number of children coming before the juvenile courts outran the increase in the population of juvenile court age almost five times during these 9 years.

Perhaps figures based upon court experiences are not meaningful. Most youngsters who get into trouble a time or two are handled informally as much as possible.

The California Youth Authority has recently given us a glimpse of how much more extensive may be the misbehavior and restlessness of youth than these juvenile court figures would indicate—a glimpse that challenges belief. The authority reports that during 1957 arrests of boys aged 17 totaled 35.7 percent of California's total population of boys of that age. Arrests of 16-year-olds and 15-year-olds were not much behind. Allowing for repeaters—that is, youth arrested more than once—the authority reported that about 26 percent of the State's 17-year-old boys were arrested in 1957. Approximately 5.6 percent of all arrests in the 15-, 16-, and 17-year-old groups were for major crimes; the remaining 25.8 percent were for minor offenses such as truancy and petty theft. Traffic law violations were not included in these figures. Perhaps we are just deceiving ourselves when we take comfort in the fact that only 2 or 3 percent of our children become recognized delinquents.

Senator Thomas C. Hennings, Jr., chairman, Subcommittee To Investigate Juvenile Delinquency, testified as follows:

I should like to make a few remarks concerning the possible beneficial effects of this overall program in relation to the specific problem that I have been concerned with during the last 5 years, i.e., this Nation's snowballing increase in the juvenile crime rate. I feel that while this is not a program specifically designed to prevent delinquency, it undoubtedly will have the effect of keeping large numbers of young unemployed, socially deprived children from turning to a life of delinquency and crime, which might be the case were they left to the unorganized efforts of inadequate local community facilities and agencies. Further, as this country experienced during the era of the Civilian Conservation Corps, one of the most important features, if not the most important feature,

of this type of program is that it offers young people work that is important and meaningful to both the participants and the community—it is a self-gratifying endeavor. The realization on the part of young people that they are engaging in something particularly constructive and useful develops in them feelings of accomplishment and a desire for job satisfaction, which are essential characteristics of stable adult life. Perhaps the major contribution of this type of program is the development of pride and contentment in the attitudes of the young person in relation to a task that he has performed well.

As I feel that the maturational process is one of the most effective factors in operation in reducing crime and delinquency, I believe that this bill would perform the great function of tiding over these young people, as it were, through a period of emotional storm and strife to a time when they assume the role of adults and can apply their new-found knowledge, their more mature frame of mind, and a more stable emotional makeup to the problems of living in an adult world.

Ralph Whelan, commissioner of youth services of the city of New York, submitted a statement which describes in detail the nature of the delinquency problem:

In our work with young people, we have found that the establishment of a new facility which we have called a work camp (a copy of our work camp report is appended hereto) would meet the needs of large numbers of young people who are on the threshold of delinquency. These adolescents about whom we are particularly concerned might be classified in four broad categories:

The first is the number of youths who, although uninvolved in crime, are without an adequate home or means of support. Their physical as well as their moral health is jeopardized. Often they sleep on rooftops, in the subways, or in all-night movies. They are easy prey for unwholesome exploitation.

A second group consists of those young people who have been released from correctional institutions or from Riverside or Lexington Hospitals as discharged narcotic users. Often their original difficulty can be traced to the neighborhood and home environments from which they have come. When they are returned to these sources of infection, the prognosis for continued health and well-being is very poor.

The third group is those young people whose life situations are on the threshold of delinquency and youth crime. They need time—time away from peer groups and community pressures—to make important decisions about their future, about jobs and training. Although many have been intermittently employed since the age of 16, most have poor work habits, are unable to hold a steady job, or are totally unprepared for the type of job they seek. Some are beginning to experiment with narcotics. Others, although not yet directly involved in crime, are spending an increasing amount of time with neighborhood adults known to be involved.

The fourth, and largest, and most familiar group is to be found among loose-end adolescents who have nothing to do and spend the major portion of their time on the stoop, in the candy store or poolroom in aimless hanging around. Many have dropped out of school; some are peripheral gang members. For some, this unguided activity is terminated by induction into the Armed Forces, but for many others it becomes punctured by more serious antisocial behavior.

All these four groups of young people have in common an urgent need to get away from the community in which their difficulties have their roots. They need help; they need guidance; they need supervision. They must also have an opportunity to learn—what are their capacities, what are the skills they must master in order to make their way in the community and, most important of all, what do they want to do with their lives.

Youth conservation in our society is essential because of the hiatus of adolescence, the long critical period between childhood and becoming a full-fledged adult member of our society. Too many of our youth are growing up hostile to the immediate environment and to the larger community, poorly integrated or unmotivated, to become responsible and productive members of the community.

John W. Mahan, national commander, Veterans of Foreign Wars, testified as follows:

Today we are plagued with a problem similar to the juvenile situation which existed during the 1930's—specifically what to do with our older boys and young men. These boys are finished with their formal schooling, yet desperately need assistance to help prepare them for an honorable position in our society. Where the depression youths were generally without money, the youths of today seem to have little difficulty obtaining adequate cash and equipment to carry out their schemes. I think most of us can agree that in the last 20 years our society has drastically changed with respect to many aspects of our family life. Whatever the reasons, there are today relatively large groups of young men in our cities and larger urban communities who have nothing to do—too old to be compelled to go to school and too young to go to work and no one at home to care for them. It is no wonder some of these boys have turned to antisocial and criminal behavior to escape from what they no doubt consider to be “a boring world.”

The legislation being considered today would help correct this defect in our society by placing many of these idle boys and young men in gainful, productive, and a constructive way of life. It would prevent many from learning criminal patterns of behavior from which some never recover. At the same time, this legislation would give an immense “shot in the arm” to our grossly neglected conservation program and help revitalize our forests and natural resources.

It is my firm belief that if a Youth Conservation Corps is established, it will not only help to alleviate considerable

youthful misery but will, at the same time, be an acknowledgment by our Government that we believe in these boys and have faith that they will and should be useful law-abiding citizens.

May I make this final observation: There will be no immediate visible return on money spent on the youth program proposed in these bills. I submit, however, the eventual return will be invaluable as these boys mature into men and become useful, productive members of our society. If we are only able to just eliminate the shocking waste of youth as evidenced by the time and money spent by our courts, police, and law enforcement agencies, we will soon realize we are wisely investing in the future of America and we will be rewarded tenfold for the money wisely spent carrying out such a program.

The circumstances surrounding the upswing in delinquency are similar throughout the country, even though they vary from State to State. Typically, the offender is one of the 1,500,000 who drop out of school every year before graduation (see the study conducted by the Bureau of Labor Statistics on pp. 235-242 of the hearings). The offender has quit school after spending his last year or two there more or less marking time until he has reached the age of 16. He learns slowly because he lacks the desire to learn. He is a constant source of trouble to his teachers and is a distraction to his fellow students. When at last he is 16 he finds that quitting school is not the answer to his problem. He finds he can work only in jobs where insurance laws deem it safe for him to do so and they are very limited in number, low paying, with little or no future. What happens to the boy then? He walks the street with others in like circumstances forming gangs and the result is almost inevitable.

The value of the YCC program in the context of the foregoing discussion is self-evident. While the program must not be delinquency oriented, its preventive value, its capacity to provide something that is missing, its clear benefits in work experience to young men who must find themselves will be salutary in every respect.

The testimony regarding the benefits of such a program was voluminous and the following excerpts are representative:

Conrad L. Wirth, Director, National Park Service, in his summation of the CCC, written in 1944, had this to say of that program, the relevance of which to juvenile delinquency is apparent:

Working in the open with nature brings optimum beneficial results to an individual which are almost impossible to obtain otherwise. It builds the body and the mind; it teaches the basic principles of existence; and it creates an understanding of what must be done to protect and properly use natural resources. A future permanent Civilian Conservation Corps must take into consideration these basic facts, which should be made known to every home and command the respect of all people through its teachings and accomplishments (p. 179).

Mr. Wirth, when he testified on May 19, 1959, as an expert witness at the request of the subcommittee, had lost none of his power of expression:

There is the philosophy of the values of knowing a little bit about the good earth, when you come to realize that everything we have today, including our clothes, food, and our housing, and no matter what kind of house you build, originates almost entirely from the earth. There are an awful lot of people, especially young people growing up in the larger cities, that have never been out in the country and do not have the least idea of how much our national resources really mean to the Nation as a whole and to them as individuals (p. 211).

He went on to say that—

any program undertaken should be based, unless we get into a real emergency, on the dignity and value of conservation work, on the need for the work and not on the fact that it was work set up to put somebody to work. I think the dignity of labor, the dignity of working on conservation programs should be developed at all times, because it is a noble thing for the individual and the country to have a real strong understanding and appreciation of our natural resources, whether those resources afford the material things or whether they afford the inspirational, spiritual, and social values that we think the parks afford, both Federal and State parks and many of the very fine reservations in the Forest Service.

Ira N. Gabrielson, president, Wildlife Management Institute, testified that—

I think that is very important to the general public. As this country becomes more urbanized it becomes more difficult for people to stay close to the land and this country was built on land and on people's relations with it. The further they get away from it, the more important I think is the opportunity to get out and actually do some physical work on the land to get some idea of the feel of the land.

I grew up on a farm and I know I would not take anything in the world for the background and experience and the feeling that goes with some knowledge of the land, and a large part of our population is losing that.

I do not look upon this as an emergency thing. I think it should be a permanent part of the program in educating Americans to be better citizens (p. 409).

Randolph Wise, commissioner of welfare, city of Philadelphia, made the point that—

Employment, however, is not the only answer to the dilemma of some of our youths. They need employment plus. Plus represents an opportunity to develop healthy attitudes toward themselves, an appreciation of their own worth, so that they can respect the worth and the rights and the property of others.

This can only be accomplished through providing an environment where they are exposed to adults whom they respect and with whom they can establish and maintain wholesome relationships.

The program of the Youth Conservation Corps must not only provide healthful outdoor training and employment, but must recognize the importance of the individual development of each enrollee. This should be given recognition in the way the camps are staffed and in the quality of supervision given the youth.

V. EXPANDING NEEDS FOR OUTDOOR RECREATIONAL FACILITIES

It is a fact that America has found in its National and State forests and parks a tremendous resource for recreation and healthful use of leisure time.

The enormous growth of the Nation's road system has created an ability on the part of those living in the more crowded sections of the country to travel quickly to the scenic wonders of the Nation. The highway building program will in the next 10 years vastly increase this potential. Automobile registrations are year by year increasing.

Reference has already been made to the fact of the sharp rise in population figures. Not only are there more people to avail themselves of these travel wonders, but the amount of leisure time available to each individual is increasing. The average individual today has about 50 percent more leisure time than in 1920 (p. 257). Vacations of 2 weeks or more are becoming the norm not only for professional-type occupations, but for industrial and clerical employees as well.

The station wagon as the basic family car has added to the ability of many families to make camping an ideal vacation outlet. During the spring of 1959 one large automobile producer engaged in a large-scale advertising campaign in which various outdoor shelter accessories were featured for use with the company's station wagons.

The development described above has been described by the U.S. Forest Service in its "Miscellaneous Publication No. 794 (reprinted in full in the hearings at pp. 251-280). It states:

The impact of this national growth upon the national forests already has been tremendous as evidenced by recent trends in use. The impact will be even greater in the future. No longer are the national forests the inaccessible and distant hinterlands they were when the system was first established. No longer can the Forest Service be primarily a custodian whose principal functions is protection of national forests from fire. Barriers of time, distance, and inaccessibility have been fast fading, especially in the last two decades. The people have found the national forests, and their vast resources are in great demand. Management must become progressively more intense and more adequately supported by research findings if the national forests are to keep pace with economic needs and national growth.

Statistically, the increase in visits to the national forests is represented by the chart on page 258 of the hearings. In 1953, there were 32 million recreation visits to the national forests; in 1958, the num-

ber was 68.5 million; and by 1969, it is expected to be 130 million (p. 268). The figures for the national parks are similar: In 1956, 55 million visits; 1958, 60 million, including a 12-percent jump over 1957 in the number of campers; in 1966, 80 million are expected (p. 226). Even more spectacular developments are taking place on State lands in the East, which are handier to the large population centers (p. 472). Nationwide, 216,780,226 visits were made to State parks in 1957. This was a 9-percent increase over the previous year. "State Park Statistics 1957," compiled by National Park Service, U.S. Department of the Interior.

What does all this mean in relation to the YCC? Clearly, here is a useful opportunity for work to be performed which is needed and will be immediately appreciated. It was indeed the work performed on the recreational areas by the CCC which so largely established its fine reputation. The beauty and utility of family camping areas, among many other accomplishments—these are monuments to the CCC. Here is work in which the enrollees of the YCC can take pride in an achievement well done. If such work was performed by hand by wage board labor it might be considered too costly to justify a high priority. Yet as projects for the YCC enrollees many campgrounds, picnic areas, drinking water facilities, safe outdoor fireplaces, simple forest shelters, outdoor furniture, lavatories, swimming spots, and landscaping could be built and maintained.

The Park Service, Forest Service, and many States are endeavoring to supply facilities so badly needed. The Forest Service's own plans to invest \$122 million for this need are set forth on page 269 of the hearings. But this program is not being carried out according to the schedule which the Department of Agriculture itself proposed in 1957 (p. 381). The famed "Mission 66," framed by the administration for the National Park Service, is also not maintaining the schedule originally outlined (p. 223). Nor in the opinion of many witnesses is the program itself anywhere near sufficient for the demand. For instance, in 1953 when there was 35.4 million visits, the Forest Service maintained 41,100 family units for camping or picnics. By 1959, when there was 68 million visits, there were but 46,700 family units. By 1962, the Forest Service had hoped to construct 42,400 units. In other words, by 1962, the plans provide for the same proportion of visits to units assuming 1958 figures.

Anybody who has visited these facilities during the summer months has experienced the serious overcrowding, inadequate facilities and barely adequate maintenance. The jam at Yosemite National Park, one of the more popular places, is eloquently described by the newspaper account appearing at page 226. Another newspaper clipping at page 527 describes the context of these needs, the Forest Service's own admission that its plans drawn up in 1956 were inadequate.

While the scale of the following recommendations might be considered by some to be extravagant, an excerpt of a study submitted by the Citizens' Committee on Natural Resources gives an effective picture of the real size of the job which needs to be done in meeting the Nation's growing recreational demands:

The United States has set aside 17 million acres of land in national parks, 5 million in State parks, 13 million acres in wilderness areas of the national forests—all primarily dedi-

cated to outdoor recreational uses. Public reservoirs and wildlife refuges also provide outdoor recreational opportunities in many parts of the country. Many other areas—large and small, public and private—are used in whole or in part for outdoor recreation. Estimates of total number of visitors in 1956 show the following for Federal lands:

[In millions]

Area	Acreage	Visits
National parks and monuments.....	22	29
National forests.....	180	52
National wildlife refuges.....	9	8
TVA and Army Engineers reservoirs.....	5	110
Total.....		189

In addition 12 million people made overnight visits to State parks (200 million visits recorded in all) during the same season.

Estimates of future numbers of visits during the next several decades are astounding. They seem to go up in geometrical proportion to the growth in population—because increased leisure and income will make more outdoor vacationing possible. One estimate goes well beyond 10 times present usage.

Clearly then this poses a serious problem of future overuse—unless we find additional areas and build more facilities in existing areas. The outdoor recreation review should reveal much of the needed detailed information essential to future planning. It is possible to make a few estimates of the size and kinds of investments we shall have to make. Using the data from Mission 66 of the National Park Service and Operation Outdoors of the Forest Service and expanding these to include all types of recreational areas, an expenditure of nearly \$2 billion is needed for the installation of improvements.

More acreage, particularly strategic areas of scenic value (sea and lakeshore, access to water areas, and larger tracts) will be needed. One estimate of 3 million acres has been given. The cost of acquisition may be as much as \$200 per acre—a total of \$600 million.

There is no way of calculating the return on recreational investments which pay off in health and happiness and not cash. Most of the investments will be made by the public through various levels of government and thus the decision to make them becomes a legislative matter. National parks, national forests, State parks, public reservoirs, and public wildlife lands would all be included in this program. The exception, of course, would be wilderness areas where no development except, perhaps, portage and trail maintenance and crude shelters would be desirable or should be considered.

Our more than 30 million hunters and fishermen are also recreation seekers and some of them are included in the previous totals. This army of sportsmen—through their tax

and license payments—provides the largest support for State and Federal programs in fish and wildlife research, habitat improvement, refuges, and public hunting grounds. Mounting demands for recreation afforded by fish and wildlife plus commercial and other pressures which compete on the land for wildlife make it imperative that forward planning and research be undertaken now.

The U.S. Fish and Wildlife Service has underway a study of needs which is as yet unreleased for public use. Independent conservationists in both fisheries management and biology have made useful estimates for the next decade, however, of the investments needed in both management and research, they are as follows:

Habitat improvement (including construction and maintenance on refuge lands)-----	\$650, 000, 000
Research program, both fish and wildlife-----	90, 000, 000
Emergency pesticide program-----	10, 000, 000
Cooperative habitat program for private lands-----	100, 000, 000
Total-----	850, 000, 000

In addition wildlife conservationists would like to see 7½ million acres of wetlands brought into the migratory waterfowl refuge system. At an estimated cost of \$40 per acre the capital investment in this acreage alone will amount to \$300 million. Failure to purchase most of this acreage in the next decade will see much of it lost to drainage for agriculture.

Here again the weighing of benefits and costs in strictly financial terms is meaningless. We can determine the costs; whether we shall be willing to pay them is largely a matter for public rather than private decision (hearings, pp. 427, 428).

VI. THE CONSERVATION CHALLENGE

1. *The size of the Nation's landholdings*

The YCC is confronted by a stupendous backlog of conservation projects, forest management tasks, and other natural resource development. During World War II and the Korean crisis and because of the tensions with Russia and her satellites, conservation work has not been carried out at a level consistent with the needs that exist. As a result, we have built up a backlog of work which urgently needs to be accomplished if this Nation is to maintain its levels of productivity and progress. The forest and range lands under the management of the Federal Government total some 772 million acres of which 363 million acres are in Alaska. One-third of the land area of the United States still is federally owned. The major Federal landholdings are the 500 million acres under the administration of the Bureau of Land Management of which 322 million acres are in Alaska and 178 million acres in the 48 States. Most of the Bureau of Land Management holdings are concentrated in 15 Western States and primarily are grazing lands.

The second largest Federal holding is 188 million acres in the national forests which are located in 39 States. Included in this total are some 8 million acres of land utilization projects administered under the Bankhead-Jones Act. The national forests are approximately half

forest land and half range land and are estimated to be worth \$7 billion. These forests are the major sources of water for 1,800 towns and cities and over 600 hydroelectrical developments depend on the forests for water. The national forests of the West provide grazing for one-fifth of the sheep and one-eighth of the cattle and one-third of all the big game in the Nation. National forest timber is of great importance to the economy of the Nation, providing over 7 billion board feet with an annual sale value in excess of \$100 million.

The third federally managed area in size are our national parks which contain over 22 million acres of outstanding areas preserved because of their preeminent scenic, scientific, or historic qualities. Our national park system extends from Florida and Maine to California and Washington State on to Alaska and Hawaii and into Puerto Rico and the Virgin Islands.

The fourth in size among the federally managed areas are the 16 million acres in the Fish and Wildlife Service refuges which are located strategically about the Nation to provide protection for wildlife. While these refuges have an important recreational function, their major function, however, is to provide necessary wildlife habitat and nesting and resting areas along the flyways utilized by migratory birds. There is also an important program of fish hatchery operation and during 1957 almost 200 million eggs, fry, fingerlings, and fish were distributed from Federal fish hatcheries.

In addition to the publicly owned lands the Federal Government administers through the Bureau of Indian Affairs approximately 57 million acres on behalf of our Indian population. Roughly 7 million acres of this land is in commercial forest and the balance is range. The Indian timberlands produce approximately 500 million board feet a year with revenue in excess of \$8 million, which is an important source of revenue both for tribes and individual Indians. The Bureau of Indian Affairs carries on an extensive irrigation program providing water for over half a million acres which produce crops with a total value of over \$57 million; 41 million acres of Indian-owned lands are classified as commercial range providing 829,000 cattle units of use valued at over \$5 million. Not only are the Indian lands important to the Indian people but they are also of significant economic value to the communities in which they are located.

In addition to the lands in Federal jurisdiction there is also an important system of State parks and forests. The States now have a system of over 5 million acres in parks which attracted a total visitor attendance in 1957 of 217 million. The States also have 19 million acres of commercial forest land in State forests. Among the States with the largest State forest system are Pennsylvania, Michigan, Minnesota, and Washington which have a total of 11,800,000 acres of State forests among them.

2. The need for increased attention

In 1908, addressing the first Governor's Conference on Natural Resources, Theodore Roosevelt said, "As a people, we have the right and duty—second to none but the right and duty to obey moral law and of requiring and doing justice—to protect ourselves and our children against the wasteful development of our natural resources." This quotation is in the frontispiece of the annual report of the Secretary of the Interior for 1958, noting that this year was a historical

one marking the 50th anniversary of the first Governor's Conference on Natural Resources called by President Theodore Roosevelt and the centennial of the birth of Theodore Roosevelt, the father of modern conservation. The interest of Theodore Roosevelt embraced not only natural resources but also human resources, and thus the purposes of this bill are, despite the lack of endorsement by the administration, consistent with the purposeful programs of conservation embarked upon by Theodore Roosevelt. Today, some 50 years after the conservation movement was dedicated there is still a significant amount of undone work.

In our national forests, according to the Secretary of Agriculture, there is a need to increase expenditures by the end of 5 years to an amount annually more than \$200 million greater than current levels. In a program submitted to the Congress, the Secretary of Agriculture suggests almost doubling the amount of timber cut from the national forests, increasing reforestation 14 times above the level of the past 10 years; for stand improvement work he seeks a 22-fold increase, for gully and channel stabilization work he suggests an increase of 100 times above recent rates. A sixfold increase is sought in reseeding the range and the control of noxious plants and a twentyfold increase in camp ground and picnic facilities. Control from fire, insects, and diseases is sought to be raised from $1\frac{1}{2}$ to $9\frac{1}{2}$ times present-day levels. Road construction needs are such that this program must be trebled while increases in new administrative structures such as lookouts, service buildings, and telephone lines from 3 to 11 times will be required. (The full detailed "Program for the National Forests" is published in the hearings on pp. 251-280 together with a State-by-State description of what the Department of Agriculture has planned, pp. 281-366.)

The National Park Service filed a statement, found on page 223 of the hearings, which pointed out that the total estimated cost of its Mission 66 development program, yet to be met, is approximately \$510 million. The Fish and Wildlife Service reports a \$57 million backlog of conservation work on existing refuges and fish hatcheries. In the case of the Bureau of Land Management, detailed programs of need are not presently available. Only recently did that agency start to prepare a long-range program similar to that now available for the national forests. This has been requested by the Senate Interior and Insular Affairs Committee and is expected early in 1960. There is a tremendous amount of range improvement work as well as stronger fire protection required on the Bureau of Land Management properties.

The Bureau of Indian Affairs likewise does not have readily available a long-range program of conservation needs for the Indians' lands which it manages.

The vast conservation requirements of the Nation were also described by several other independent, experienced, and expert witnesses who were not employees of the executive department.

Charles Stoddard, a noted forest economist, represented the Citizens' Committee on Natural Resources. He described the high points of a study made in 1958 which attempted to equate the country's needs for the year 2000. This study came up with the figure of \$18 billion of needed investment (p. 423).

The following excerpt is taken from the testimony of Ira N. Gabrielson, onetime director of the Bureau of Biological Survey and now president of the Wildlife Management Institute.

Incidentally, we are going to get a tremendous volume of good work out of them in places where it is desperately needed and where the Congress has shown a reluctance to make such appropriations to do the work directly.

As you all know, the work on management of the national forests is far behind schedule. We have a Mission 66 going on in the national parks which they hope by 1966 will bring the accommodations and the facilities for handling people up to the demand. I doubt that it will. I think the demand is growing far faster than they foresaw at the time that program was planned. I know it is true on wildlife refuges. There is a tremendous amount of development work needed.

I have not been in the Government service since 1946, but I still have an interest. I never go near a wildlife refuge or a national forest without taking a look at what is going on and what needs to be done. And there is a vast volume of work needed to improve such land and provide for better management of this public property.

Daniel Goldy, now assistant commissioner of labor and industry in the State of New Jersey, was for a time the regional administrator of the Bureau of Land Management in the Pacific Northwest. He made the point that he felt his efforts were nothing compared to the needs. He said:

If somebody prepared a balance sheet today, as they should, of the needs versus the lags, and gaps in the development of our resources, they would come up with a startling story of the things we are not doing that we should be doing, if we are not to adversely and seriously affect the coming generations.

Secretary of Agriculture Ezra Taft Benson has just done this very thing for the national forests. The need is to step up this program alone by \$200 million a year. In sum, the point to be made is that there is a tremendous need, even beyond that described by the departmental programs authored by the administration, for more conservation work—it is there in abundance.

PART C—HOW THE YCC WILL FUNCTION

I. ADMINISTRATIVE FEATURES

1. *Not an independent agency*

The old CCC was an independent agency administered by a director who reported to the President. The YCC has been made a part of the Department of Labor, with the Secretary exercising controlling authority over the whole program. The administrative practice most favorably recommended by the Bureau of the Budget is to lodge all the programs of Government within the authority of the regular departments. In order to fit into this scheme, the Secretary's authority was made explicit in the reported bill wherever appropriate.

2. The functions of the Commission

The bill as reported provides for a Youth Conservation Commission composed of four members appointed by the Departments of Agriculture, Interior, and Health, Education, and Welfare; the Secretary of Labor (normally represented by the Director of the YCC) is the fourth member of the Commission and its Chairman. The Commission is an advisory group in the sense that it is not intended that any combination of members may have power to overrule a decision of the Secretary or his representative, the Director. The Commission is in this sense similar to the Advisory Council of the CCC.

It should be noted that the final report written by Conrad L. Wirth in 1944 has been of great aid in shaping the administrative features of the bill. This report appears in full in the hearings starting at page 171. Mr. Wirth is now the Director of the National Park Service, but during the CCC served as the Department of the Interior's departmental representative on the Advisory Council of the CCC. He, therefore, was in an excellent position to observe the CCC at firsthand.

Mr. Wirth believed that any revival of the CCC should be administered by a policy council consisting of departmental representatives having equal authority with the Director of the program (see the proposed chart on p. 180). This would in effect be government by committee, of which, legend has it, the camel is a classic example.

A committee composed of men with competing interests might well fail to develop an internally consistent program, because of the possibilities of voting blocs. It is our view that centralized responsibility inherent in a director is a preferable and proper administrative technique.

Nevertheless the bill intends that the members of the Commission shall participate on a continuous basis with the Director on "all phases of the operation of the corps." We conceive that the Commission may include deputy members who will bring with them special skills and insights, and that the accumulated wisdom of the members of the Commission will help to formulate and refine the decisions of the Director who, though solely responsible, will treat the members of the Commission as partners and assistants in the program.

3. The functions of the Commission members

The member, besides being a representative of the department on the Commission shall be the responsible administrative head of all corps work and activities within the department he represents. If feasible he shall set up a strong administrative office within each department. He will work through the bureaus or agencies to whom the camps or men have been allotted and will hold them responsible for carrying out the approved programs on their respective areas. He will set up the staff necessary to carry out the duties of his office, to insure uniform application of the general overall approved policies and regulations.

4. The functions of the Director

Beyond his duties as the departmental representative on the Commission, the Director's major task will be to carry out the duties of the Secretary in accordance with section 4 of the bill.

The Director shall be the prime policymaker subject to his continuing obligation to consult with the members of the Commission.

Insofar as feasible he shall rely upon departmental personnel for carrying out the program, including routine liaison with the camps. He doubtless will find it necessary to have an "inspection and audit" staff in order to provide him with his own eyes and ears, and in order to obtain a measure of uniformity. He shall exercise final authority with respect to all matters of discipline of the enrollees. He will maintain personnel at the reception centers, and will set up various units engaged in the issuance and revision of the rules and regulations of the corps. He will maintain records of the enrollees, handle applications for reenrollment, budget preparation, and sources of supplies.

The foregoing description of the Director's duties and functions is intended to be suggestive rather than definitive. It is this committee's expectation that a wide area of discretion will produce a YCC as free as possible from excessive overhead costs or the superimposing of detailed procedures or supervision by the Director's Office over the departments of government or State agencies charged with the responsibility of managing properties in their care.

5. The camps

The CCC camps were run by what was then known as the War Department, in 200-man units.

Without exception all witnesses rejected "dual control" of the camps; i.e., the camp controlled by one agency, the work by another. The bill makes clear in section 9(b) in the last sentence, that the camps shall be under the control of the agency having jurisdiction of the property being improved.

The bureaus will have the full responsibility for all of the activities of the corps on the areas under their administrative jurisdiction, including camp management, which they did not have under CCC. This arrangement would eliminate the conflict that existed under the old setup between the Army and the technical services as to camp location, campground development, division and release of men, and so forth. It should also reduce the general overhead costs and permit the use of smaller camps at a reasonable man-month cost. It would also make possible the use of small groups of men without the establishment of complete camps where the area to which they were assigned had the facilities available to take care of the men.

Mr. Wirth brought out in testimony that a considerable waste in funds could be avoided if the size of the camps would remain flexible (p. 216). Another advantage in flexibility is that more varied work could be performed (p. 419).

It is assumed that the YCC will utilize unused military facilities for setting up at appropriate places pool camps to which enrollees are first sent, and from which they will be referred to the work areas.

6. The functions of the Advisory Committee

The Advisory Committee is set up principally to provide a means of communication between the Director and the many groups and organizations which might want to make suggestions for the improvement of the corps. Among such groups are—

- (a) Religious representatives.
- (b) Various conservation organizations.
- (c) Education authorities.
- (d) Labor organizations and contractors.

Because each of these organizations will to a large degree be representing their own interests, the bill provides they will serve without compensation. The Secretary has full discretion in making appointments to this Committee.

II. THE DEPARTMENT OF LABOR

S. 812 as introduced housed the YCC in the Department of Health, Education, and Welfare. The Committee has provided that it be in the Department of Labor, primarily because that Department's services will be of great importance to the program.

The YCC will have constant contact with at least four departments of government, and many State agencies as well. The departments which have continuing authority over the preservation, development, and use of our natural resources are, of course, Interior and Agriculture. From their somewhat different perspectives these two departments must carry out major conservation programs conducted by the Federal Government. Whether on force account or by contract, the various bureaus concerned complete annually many millions of dollars' worth of work. They have the know-how of what to do and how to get it done. They employ personnel trained for their various specialties and supervisory capacities.

Providing enrollees from age 16 to 21 to furnish the brawn for the program will be the function of the Department of Labor. The Department is already deeply involved in the process of fitting people to work, and work opportunities to citizens.

Reference was already made to some of the special studies that were carried on by the Bureau of Labor Statistics as to school leavers and the participation in the labor market. There are also studies as to earnings and occupational opportunities for young men. The Bureau of Labor Standards in the Department of Labor is concerned with the safety and education and health safeguards of youngsters and the ages at which they participate in jobs. That is part of the fair labor standards legislation.

The Bureau of Apprenticeship and Training in the Department of Labor is concerned with the apprenticeable occupations and the degree to which youth participates in those occupations. The Bureau of Employment Security is concerned with the administration of unemployment insurance and the public employment service network throughout the United States; this network encompasses a total of 1,800 cities. BES publishes monthly bulletins concerning the employment picture in the various labor-market areas. As a part of its work it is concerned with the extent to which youth participates in the labor market and the way in which job opportunities develop for them, and whether they provide an opportunity to advance in skill and in earnings and to acquire status in the labor market. The local employment office in the local community is the very heart of all the employment-office operations. It is a local community institution and has very close relationships with schools, with the unions, with management groups, chambers of commerce, and so on. It is concerned with the economic welfare of the community, with job placement activities, and very much concerned with vocational guidance, employment counseling, and aptitude testing.

The U.S. Employment Service now maintains at nearly all its offices, vocational counseling services which can be of immediate help in assessing the prospective enrollee's fitness for the work in store for him. These offices are now furnishing vocational guidance testing to one-third of the Nation's high schools. The same office will be available when he returns 6 months or more later for a job or for reentering school. This office will be in a position to render to an employer some evaluation of his work record.

The Department of Health, Education, and Welfare occupies a somewhat less precise relationship to the program—nevertheless, an essential one. Its relationship to the health needs of the enrollees is self-evident. It can, moreover, be counted on to supply needed advice and service through the various divisions of the Children's Bureau. Various witnesses have emphasized the great need for good supervision or inspiration to inculcate a team spirit of cooperation and accomplishment. It might indeed be appropriate for each camp to include among its personnel a counselor or recreation leader whose competence will be determined and developed by HEW. (See the typical camp organization charts, hearings, pp. 183-184.)

Additional functions of HEW will be to maintain a proper relationship between the YCC program and those other programs oriented to controlling juvenile delinquency to supply advice on the development of an educational program. The nature of all these services is supplementary to the corps; they are of importance to the enrollee, but they are not central to his presence in the corps nor to the process of getting him there.

III. COSTS

The costs of a YCC program should not be measured solely by budgeted outlay. Tree planting and stand improvement work will pay for itself in terms of increased timber yield. Nevertheless, for purposes of discussion it is necessary to analyze probable expenditures.

The costs of the YCC program were the subject of frequent and helpful testimony during the hearings. The following sources submitted informal estimates:

1. The Forest Service of the Department of Agriculture (p. 513).
2. A national concern supplying a catering service.
3. One of the armed services.
4. The State of Minnesota—Youth Conservation Commission (p. 149).
5. The State of California—Youth Authority (p. 513).
6. The U.S. Fish and Wildlife Service (p. 419).

A consensus of these estimates suggests the following estimated annual per man cost breakdown for a 50-man camp:

Enrollee's pay (average).....	\$850
Food at \$12.50 per week.....	650
Supervision (4 men).....	400
Administrative (2 men).....	200
Clothing, equipment, etc.....	200
Lodging.....	250
Miscellaneous overhead.....	150
Annual cost per enrollee.....	2,700

These estimates represent generous allowances for the items given. The "Miscellaneous" figure is aimed to cover all the central office charges, transportation, and enrollment costs.

These costs do not represent money spent without return. The increased yield in dollars from lumber and other resources, the intangible values of better water supply, soil conservation and wildlife habitat, the effect of increased capacity to handle tourists, the sale of sports equipment, all these and others must be offset against the costs. Money spent on firefighting or forest pest control is a direct saving either for existing budgeted amounts or for valuable timber saved from destruction.

The committee does not believe that the cost to perform a given unit of conservation work will be cheaper with YCC enrollees than with wage board employees or contractors forces, but it will be comparable. It can be expected that there will be an improvement in efficiency over CCC experience in view of the flexibility permitted by this bill in the size of the camps (p. 221).

Howard Hopkins, former Assistant Chief of the Forest Service, summed up the problem of cost this way:

Programs to accomplish this human rehabilitation and natural resource conservation will not come cheap or be immediately self-supporting. Initial costs will appear high. But the cost will be reasonable, indeed, if we look at it as an investment in people and essential natural resource—both intimately bound up with the future strength and well-being of the country.

Such a program is ultimately bound to pay a handsome profit in terms of richer lives, increased production, and taxable wealth. If handled right, it is almost equally bound to be popular. Americans are a generous people; they like to help others. Americans love their soil and the outdoors; they will protect these if adequately informed and led. So here in this proposed undertaking you have a double appeal—to the humanitarian and the conservationist. You at once touch those who would save human beings and those who would save basic natural wealth.

Too often in the past a serious error has been made in the thinking on this subject. Some people believe such work camps should compete on a cost basis with paid labor camps. That attitude misses the point by at least 50 percent. We must keep in mind the two purposes, one as important as the other. Each camp must have as its goal the accomplishment of a successful human rehabilitation job as well as the assigned natural resource improvement. And the double mission will require a greater initial cost than if only one goal were in mind (p. 64).

Experience alone will determine the costs of the program in actual dollars, but the intangible returns will make a comparison with regular conservation expenditures difficult. This is one of the reasons the bill provides for an initial 50,000 enrollees rather than full strength the first year.

IV. RECRUITMENT—WHO WILL THE ENROLLEES BE?

1. *The provisions of the bill*

Section 8(d) of the bill sets up a formula for the guidance of those in charge of enrollment. A State-by-State quota will be administered for 50 percent of the total enrollment.

The remaining 50 percent has been assigned to come from areas of "substantial unemployment." These words have significance for the administration of the program and have been chosen by the committee with care. The Department of Labor's Bureau of Unemployment Security each month issues reports on unemployment covering the entire United States. It classifies each labor market area in relation to its unemployment, the most seriously affect being rated as "labor surplus" areas.

These ratings are applied to industrial areas. The committee intends that the program favor chronic rural unemployment areas as well. Included in this group would fall the Indian tribes which frequently constitute serious pockets of unemployment. Many rural or small labor market areas are being classified upon request; it may be assumed that such requests will increase and that a ready standard for all areas will ultimately be available. Whatever the development, the Director has a wide discretion to draw upon enrollees without being bound by existing unemployment classifications if these are not appropriate.

The intent of the committee is to provide the fullest opportunity for Indian youth to capitalize on this chance to secure a better use of their tribal lands and secure self-sufficiency. The priority given Indians under section 8(a) is for the purpose of insuring that they alone will have a real priority to work on tribal lands or those adjacent thereto. Indians on other work will, of course, be treated fairly as American citizens and constitute a reasonable portion of those enrollees under section 8(d).

2. *Enrollees shall be of good character*

This report has discussed at some length the relationship between the Y-CC program and the increasing problem of juvenile delinquency. To repeat: the corps is not juvenile-delinquency oriented. The committee after careful consideration has retained the qualification of "good character." In so doing it is not intended to exclude young men because they have been apprehended by juvenile authorities. Being apprehended, as many of us know who have scattered at the sound of prankish destruction, is not by any means inevitable.

For those who have become involved in serious offenses such as arson, narcotic use, assault with a deadly weapon, or sex aberrations, there clearly must be no place in the Y-CC program unless they are fully rehabilitated. A large area of petty offenses should have no weight whatever in the enrollment process.

For the twilight area of offenses such as frequent gang fighting, repeated stealings, and the like, the Y-CC will parallel the experience of the Armed Forces, which by regulation attempt to insure a reasonable standard.

In connection with the Armed Forces there is the problem described by the phrase, "join or jail." It is the alternative too often provided by judges, policemen, or parole officers to a youthful offender. For

the local community it has two advantages: it eliminates the offender for several years, and it seems cheaper. The YCC is certainly destined to be the beneficiary of similar ultimatums, not always made publicly. The American Bar Association has by resolution opposed this device and yet it undoubtedly continues to be used. It is intended that the recruitment process of the YCC will make reasonable precautions to develop an applicant's history, if any, of juvenile delinquency and that offenders will be admitted upon the basis that their desire to enroll is voluntary and their offenses are minor, or upon qualified representations that their participation in the YCC will be in the interests of the program.

Some of the witnesses who discussed the problem of admitting the delinquent in terms considered by the committee to be its intent were Senator Humphrey on page 21 of the hearings; Curtis Gatlin, end of page 79; Randolph Wise in response to questions, page 140, also his letter on page 468; Hubert L. Will, page 489.

V. EDUCATION

The bill states that the Secretary has authority "to provide a system of educational services to enrollees of the Corps in addition to the regular program of work and on-the-job training."

It is intended that any educational activity by the enrollees be voluntarily undertaken with the exception of those unable to read or write.

The extent of the educational program and the degree of enrollee participation was an issue never resolved by the CCC. It changed from year to year and varied by region. The Wirth report had this to say:

The trend to build up a schoolroom type of educational program and impractical (and unpopular) academic courses in the camps caused a conflict in the understanding of the purposes of the corps.

Practically everybody believed it to be reasonable, proper, and desirable to teach those who could not read and write to do so; to instruct the boys how to do their work and to advance themselves in the branch of work in which they were most interested; to explain the objectives and reasons for the various steps taken in carrying out a given task. However, many could not understand why the boys were encouraged to take a language, or other normal classroom course, after a hard day's work in the field. More often than not these subjects were "way over their heads"—subjects for which they did not have the proper foundation or which they did not have a chance to finish or carry far enough to be of any real value to them. Many times the instructors, most of whom were work foremen in the camps, did not have the training to teach the subjects assigned to them (hearings p. 178).

In determining the kind of program to provide, the type of enrollee will ultimately be determinative. It seems likely, however, that the bulk of the enrollees will be school dropouts who have found no interest in formal schooling. For some young men additional schooling

might become a goal after they have matured and it will evidence itself in their return to school after a period of enrollment.

One difficulty confronting an organized educational program stems from the variation in the size of the camps to be determined primarily by the work envisaged. Mr. Wirth had this to say:

The thing that you constantly are confronted with and we were confronted with and would be again no doubt, would be which takes precedence, when you get a boy that age, his education or your work. The old pendulum swings back and forth and pretty soon you find out that you are doing more educational work, and if you are going to do education you had better have him where the plant is rather than out in the woods, as far as the school education, the book education is concerned.

But as far as the learning, the feeling of getting his feet dirty in some good clean dirt, you cannot do it anywhere except out in the woods and away from the cities.

* * * * *

On the other hand, when you get a good day's work out of a boy it is pretty hard to keep him going at nighttime in a vocational program.

I do not think he absorbs too much of it. Yet he puts in a certain number of hours and gets a certain amount of credit. I think you have to find something within the human grasp there; sacrifice a little work for education or sacrifice education for your work.

I think you have to make a cleaner break. I would rather see part-time work and part-day education or a short work-week and a short education week out of it than making them do it at night. This is a little rough on growing kids.

The committee intends that the YCC resolve the swing of the pendulum in favor of the solid work week.

On the job-training opportunities would include, for example, instruction in the planting techniques, safety precaution, and similar subjects.

An additional after workweek training program would include fire-fighting training including lectures on the behavior of forest fires, movies on how fires are attacked and controlled and actual field training. The successful completion of such training would qualify an enrollee to join a special firefighting unit and to earn additional remuneration.

After-work training would also be useful to equip able enrollees to assume strawboss leadership jobs on tree-planting crews and the like.

The expanding need for forestry activities on private forests is well recognized. The training experience of the YCC enrollee will open up job opportunities for him in this growing endeavor on private lands. One goal of the YCC is to provide job skills which the enrollee can translate into future value both to himself and the Nation.

Some discussion took place during the hearings regarding the possibility of regular vocational training. Here again the difficulties stem from the emphasis of the program. Eight hours of hard physical work may not always be conducive to afterhours training to many of the boys. Training opportunities should be available to those

who are unusually energetic. The corps should make available correspondence courses and such other educational materials utilizing visual aids or closed-circuit TV as seem appropriate and wanted by the enrollees.

The primary education job is from training to live with other people and to work—

with other people and joining in recreational programs. In many of the camps we had highly skilled men in one vocation or another that trained the boys that were interested.

We had carpenters that took great delight in teaching the boys that had any interest in carpentry work; we had others that were interested in other lines of work. I have seen some very beautiful masonwork done by those boys under the instruction of a man who was a master mason. We had many of those kinds of people in the camps, but I think the thing they all got out of it was the training in living and working with other people, and they were with them 24 hours a day (hearings p. 412).

Another witness said:

I think that the greatest values, skill developmentwise, will come to the youngsters who go into this program (1) by acquiring good work habits; (2) by obtaining a sense of discipline related to a job; (3) by developing knowledge and techniques about certain jobs; and (4) by receiving supplemental formal education—vocational education of some sort. But I don't think that the latter necessarily is indispensable to achieving the objectives of the program. I think that when the boys are out building, for example, some camp structures, they learn a great deal about the building and construction trades, and these are among the occupations where we are going to need more manpower in the future and particularly more skilled manpower. I think if the boys are out building trails, they learn quite a bit not only about forestry but about another kind of construction.

* * * * *

What I am getting at is that the YCC program need not try to do the total training job that is required in terms of the complete skill development of these youngsters, because skill development takes place over a whole working lifetime as the worker goes from job to job. The problem of youth is to get started in the right direction, with the right work habits and with the right discipline. This will give them the basic tools so that they can fend for themselves in the labor market when they go out and develop additional skills through experience (pp. 233-234).

VI. THE WORK THE CORPS WILL PERFORM

Reference has already been made to the vast amount of conservation work which needs to be done not only for the well-being of the Nation as it exists today, but to prepare for the far greater demands which the future will make upon our resources.

This part of the report is intended to furnish a guide to the Congress and the Director of the corps as to what kind of work the enrollees should perform and where it shall be performed.

1. The primary work to be performed by the YCC is that which can be done with relatively unskilled labor, principally involving hand-work by small crews especially trained to perform these tasks with a minimum of heavy power equipment.

The committee wishes to make it clear that it is not its intent that the Director shall permit enrollees of the corps to do direct construction work where historically such work is normally (and clearly more efficiently) performed by skilled mechanics and laborers employed by construction contractors under contract with the conservation agencies of the Federal Government.

The foregoing paragraph is important in two respects: (1) The conservation agencies are finding new and more efficient contracting devices for getting a return for their conservation dollar (see top of p. 222, the remarks of Mr. Wirth regarding Mission 66). The committee hopes that this trend will continue and intends that the assignment of enrollees to conservation work should not interfere with it. (2) The committee wants it clearly understood that the YCC program will not offer low-cost competition to contractors and wage earners who have established working conditions. The possibility of such a threat was widely feared at the time the CCC was first established. The camp facilities themselves, especially the larger camps will not be constructed by YCC enrollees. However, once in residence they may properly construct additional structures. Restricted to the type of work described in this section of the report and depending upon youths 16 to 21 years of age, the YCC's conservation work should not pose such a threat.

2. What is this work and how extensive is it? The Forest Service "Program For the National Forests" covering the 12 years 1961-73 has been reprinted in the hearings (pp. 281-366). It is the most available material to demonstrate the committee's intentions.

On pages 284-285 is an itemized list of work needed to be done nationwide. The following items with approximate annual expenditures are those capable of being performed substantially by YCC enrollees (these items were pinpointed for YCC work by the Assistant Chief of the Forest Service, see p. 371):

Reforestation and stand improvement.....	\$30, 000, 000
Recreation maintenance and cleanup.....	16, 000, 000
Construction picnic sites.....	10, 000, 000
Revegetation.....	2, 500, 000
Building of fences.....	2, 500, 000
Range improvement maintenance.....	1, 500, 000
Watershed rehabilitation.....	7, 000, 000
Land utilization projects.....	3, 000, 000
Wildlife habitat management.....	3, 000, 000
Forest fire protection.....	25, 000, 000
Insect and disease control.....	9, 000, 000
Total.....	109, 000, 000

This figure does not include the construction of 8,000 miles of trails, many types of simple structures; and survey and boundary posting work most of which is susceptible to YCC assignment.

An example is the Forest Service road and trail program. Trail construction and some of the maintenance work could be performed

by the YCC although road construction would be performed through private contractors as is now the case. Another example is in watershed management. The enrollees could construct many small headwater dams as well as perform revegetation work while work on larger dams requiring heavy equipment would be performed by present contract methods.

Especially important is the report by the Secretary of Agriculture indicating the necessity of increasing the level of fire protection two and a half times above that presently possible. The Youth-Conservation Corps will provide a group of young men regularly working on conservation projects on public lands. It will be possible through training programs to equip these men to become highly trained forest-fire fighters. The bill provides that additional remuneration can be paid on special work assignments, thus it will be possible to train an enrollee in his first enrollment utilizing instruction opportunities after enrollment work hours or on special training assignment and offer to qualified candidates the opportunity to reenlist and become a part of a special firefighting unit. These units would engage in the regular work of the Youth-Conservation Corps and additionally be available for instantaneous use in fire control.

The vast lands administered by the National Park Service, the Bureau of Land Management, the Fish and Wildlife Service, the Bureau of Indian Affairs and the State governments suggest the limitless possibilities for YCC work beyond that described for the Forest Service.

The hearings themselves furnish an excellent guide to the thinking of the committee. See, for example, the CCC record on page 203, the Forest Service's spokesman on pages 368, 371, 386; the Bureau of Land Management suggestion on page 400; the Fish and Wildlife estimate on pages 417, 419.

3. The committee intends a wide discretion for the Director in choosing the location of the conservation projects for the enrollees. He will, of course, be primarily guided by the advice of the members of the Commission. It is, however, recognized while every State has within its boundaries lands where such work might take place, the large portion of the Federal lands is in the States of smaller population. Nevertheless, it will be in these lands where most of the work will be performed.

Senator Humphrey had this to say:

Furthermore, I wish to emphasize that while the benefits to the natural resources of the country will be concentrated in some States, the benefits in terms of improved human resources may very well be concentrated in other States with large metropolitan populations.

Mr. Wirth made the same point:

I would say this, that our large resources are in the less populated States, especially the commercial resources, as well as the esthetic and inspirational resources we have, in the parks for enjoyment of the people. Consequently, I do think that they have a more difficult job to maintain these resources due to the lack of availability of personnel to take care of them. Any legislation should certainly make provision for people from concentrated areas to go to the less

populated ones, because these resources are of value to the entire country.

It did not seem necessary or desirable to attempt language in the bill to meet the views expressed above. It is, however, the committee's intent that they be followed.

PART D—BIBLIOGRAPHY

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Hill, "School in the Camps" (1935). J. J. Little & Ives Co.

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SECTION-BY-SECTION ANALYSIS OF THE BILL

Section 1 contains the short title of the bill, Youth Conservation Act of 1959.

Section 2 contains the purposes of the bill.

Section 3 establishes a Youth Conservation Corps within the Department of Labor to be administered by a Director who shall be appointed with the advice and consent of the Senate.

Section 4 sets forth the duties of the Secretary of Labor (acting through the Director). Section 4(4) provides a formula for State lands to be aided on a 50-50 matching basis.

Section 5 establishes a Commission consisting of representatives of the Departments of Agriculture, Interior, and Health, Education, and Welfare, in addition to the Secretary of Labor. This Commission is the central administrative device of the corps.

Section 6 describes the duties of the Commission members.

Section 7 establishes an Advisory Committee to meet semiannually to review the operations of the corps.

Section 8(a) sets up the qualifications for the corps, its size, and priorities given to Indians.

Section 8(b) provides for compliance with rules and regulations by the enrollees.

Section 8(c) provides the length of enrollment periods at 6 months.

Section 8(d) provides a guide for enrollment quotas based partly on State population figures and partly on areas of unemployment.

Section 9(a) fixes the compensation for enrollees.

Section 9(b) makes clear that the camps must be operated by the conservation agencies under which the enrollees are performing work.

Section 10 removes confusion of possible contradictory wage and fringe benefits for enrollees.

Section 11 provides for Federal employees' compensation coverage.

Section 12 provides for enabling authorization for the purchase of supplies.

Section 13 appropriation authorization.

Section 14 reports.

CHANGES IN EXISTING LAW

Since the bill makes no changes in existing law, nothing is required under this heading.

MINORITY VIEWS

In consideration of S. 812 in committee, all six minority Members voted against reporting the bill favorably. We, the undersigned, oppose its passage for the reasons set forth below.

This bill would establish a Youth Conservation Corps similar to the depression-born Civilian Conservation Corps. It would be administered by a new bureau established within the Department of Labor in a 3-year program with provision for subsequent continuation. An initial enrollment of 50,000 males "of good character" between the ages of 16 and 21 is provided for, increasing by that amount each year to a maximum of 150,000.

Summarized, there are three basic arguments in favor of the bill: (1) It is supposed to combat juvenile delinquency; (2) it is considered an antidepression remedy; and (3) it is urged as an aid in natural resources conservation.

The bill is proposed as an aid in combating juvenile delinquency. Paradoxically, however, the bill provides that only youths "of good character" are eligible for enrollment, and this requirement is one of its weaknesses. Director Farrow of the Youth Bureau, Pennsylvania Welfare Department, testified that if youths have reached "16 or 17 and have not become delinquents, chances are they are over the worst period in their growth process."

Thus most of the delinquent youths which the bill's proponents wish to aid would necessarily be excluded from the corps.

But even assuming that the bill would allow enrollment of delinquent boys found in the streets, there is no reason to believe that merely transplanting them in forests would stop delinquency. In fact, National Park Service Director Conrad Wirth in his testimony told of the following experience with the old CCC:

We had one camp in Yellowstone that came from the Bronx, N.Y. It was a 200-man camp. The camp had been back in the remote section of Yellowstone for barely 2 weeks when the superintendent got a call for help from the camp commander, who was a Reserve officer in the Army. He had a riot on his hands.

The superintendent sent some rangers in to help the commanding officer and in short order they had the boys quieted down again. The investigation routed out about 19 boys and they were shipped back to the Bronx.

The only thing they could get out of these boys was that they just could not stand the quiet nights and the coyotes howling and a few things of that kind.

Witnesses who were questioned about the percentage of urban juvenile offenders in comparison with rural delinquencies stated generally that although statistics were incomplete, percentages generally ran about the same. Thus, if the purpose of the bill is to combat juvenile delinquency by placing youths in wilderness areas, the bill fails to cope with the problem.

The bill as introduced authorized appropriations up to \$375 million annually for each of the 3 fiscal years (or a total of \$1.125 billion) beginning with July 1, 1960, and such amounts thereafter as Congress may determine necessary. The committee bill authorizes appropriation of "such amounts as Congress may determine to be necessary * * *."

While no definite cost figures appear in the bill, they can be estimated with some accuracy to be not appreciably lower than the original appropriation. The wage cost of enrollees alone, using the bill's figures, would amount to \$36 million the first year, \$72 million the second, \$108 million the third, or a total of \$216 million. Added to this would be the cost of furnishing quarters, subsistence, transportation (including travel from and to the place of employment), equipment, clothing, medical services, hospital services, supervisors' services, disability and death benefits, all provided for by the bill.

Senator Humphrey, testifying on the cost of the program, estimated that once facilities had been established the total cost of maintaining each YCC enrollee annually would come to the "modest amount" of \$2,500. Translated, this cost would come to \$125 million the first year, \$250 million the second, \$375 million the third, totaling \$750 million. A higher estimate was made by Senator Douglas: \$250 per month per man, or a total of \$900 million.

If the program were thereafter continued, using these figures, its cost would rocket along at somewhere between \$375 and \$450 million a year.

The expenditure of this huge sum of money with its inflationary ramifications is difficult to justify at this time. Even if this expenditure might have been justified as an antidepression remedy in 1933 when unemployment ran to 24.9 percent of the labor force, it certainly cannot be today when the figures released by the Bureau of Labor Statistics July 14, 1959, reveal that employment is at its highest level in history and unemployment at 4.9 percent. It was pointed out by the Secretary of Agriculture in his report that even at the present time the Federal Government is heavily engaged in resources conservation programs and that these provide substantial employment opportunities for young men today. The ostensible purpose of the bill as an aid in conservation brought sharp criticism from the Department of the Interior, and the statement that acceleration of existing Federal conservation programs at the high cost outlined by the bill "is neither necessary nor advisable." They recommend that, "appropriations for these programs should be handled in accordance with the usual procedures." It is largely for these fiscal reasons that the bill is opposed by the Departments of Agriculture, Interior, Health, Education, and Welfare, and the Bureau of the Budget.

The bill has other technical weaknesses among which is its failure to indicate whether enrollment in the corps is to be on a segregated or integrated basis.

In view of the facts that (1) there has been no clear showing that the bill would be effective in curbing juvenile delinquency, (2) there is presently no need for inflationary, antidepression remedies, (3) the bill would substantially add to the current national deficit, (4) equally good or better conservation of our natural resources can be achieved

through present programs of our Departments of Interior and Agriculture at a mere fraction of the bill's cost, and (5) the bill is technically unsound, we recommend that it not be passed.

BARRY GOLDWATER.

JOHN SHERMAN COOPER.

EVERETT MCKINLEY DIRKSEN.

CLIFFORD P. CASE.

JACOB K. JAVITS.

WINSTON L. PROUTY.

SUPPLEMENTAL VIEWS OF SENATOR COOPER

I joined in the minority report because I believe the reasons it states for opposing S. 812 are substantially correct. I do, however, disagree with the statement, "There is practically no need for inflationary, antidepression remedies."

It is true that the United States has made a remarkable recovery from the recession of 1957-58. Total employment is at the highest level in history, and other statistics reveal the amazing strength of the American economy. It is true that most people are enjoying the highest average level of wages, salaries, and profits in history.

Nevertheless, there are areas in the United States whose people have not shared in the advancing level of employment, wages, and prosperity. I cite, as an example, the coal-mining areas of Kentucky, West Virginia, Pennsylvania, and other coal-producing States—and I am certain there are other areas which can be included in this group. The depressed status of these areas rests on factors which the general economic advance of our country has not corrected; and it is a fact that some of the factors that have led to economic advances in other areas of the country have brought about unemployment and depression in coal-mining States. Technological improvements and changes in fuel use are among these factors. In consequence, many miners, particularly older ones, may never be able to find work as miners again. For these reasons, I have joined in the sponsorship of the depressed areas bill and other measures which I believe would stimulate new industries in the coal-mining areas to supplement the coal industry.

It is argued that S. 812 will provide help to the depressed areas. It would be of some help in giving temporary employment to younger men, but it is my judgment that it is only a palliative. The expenditure of hundreds of millions of dollars to establish a Youth-Conservation Corps would not reach the basic needs of depressed or, as they may be called, underdeveloped areas of the United States. What is needed in these areas is, at minimum, the development of communications, roads and airports, the development of water resources to provide water for industry, and an accelerated program of reforestation and agriculture. The annual expenditure of from \$375 million to \$450 million, which is the estimated cost of S. 812, over a 5-10- or 15-year period to restore the natural resources of these areas and to make these areas accessible to the markets of our country would, in my opinion, be of greater value than large expenditures for a Youth-Conservation Corps. The Youth-Conservation Corps, while worthy, will not meet the basic problem, and this is the development of the depressed or underdeveloped areas of the United States.

JOHN SHERMAN COOPER.